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DCI/ICS 4007-88

15 January 1988

MEMORANDUM FOR: Executive Director, CIA

FROM: Deputy Director of Central Intelligence

SUBJECT: Support for the Analyst's File Environment (SAFE)

1. As a result of the SAFE meeting on 30 December 1987, I directed the Intelligence Community Staff (ICS) to meet with CIA, DIA, and the Consolidated SAFE Program Office (CSPO) to discuss the issues and proposals raised by DIA and to recommend appropriate revision to the SAFE Directive promulgated on 8 December 1987. Representatives from both agencies and CSPO met and reviewed seven key issues, reaching agreement on six of the seven items. CIA and DIA were unable to resolve the issue dealing with consideration of additional funds to accommodate program slippage.

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2. The original DDCI SAFE Directive has been revised in Attachment A to reflect the consensus of the group. The principal agreements are: (a) the assignment of a DIA Deputy Director for CSPO; (b) a 26 percent reduction in CIA's and DIA's FY 1988 commitment to cover CSPO funding shortfalls; (c) the inclusion of DIA's Time Sensitive Support System (TS3) and Defense Attache Message Distribution as separately funded and managed SAFE deliverables; (d) a CIA commitment to train DIA personnel and to document CIA supplied software; and (e) clarification of the SAFE change control process, monthly reporting and meetings. Due to the complexity and sensitivity of the issues, key points of the discussion and the details of these binding agreements are reflected in a separate Attachment B, in lieu of their full incorporation into the revised SAFE Directive.

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3. The one unresolved issue involves DIA's request for additional NFIP monies to accommodate potential deficits created by program slippage. In this regard, I must reemphasize that we are operating in an extremely constrained budgetary environment which necessitates that the SAFE program be completed on time and within cost. There are no more monies in FY 1988 or FY 1989 for the joint SAFE program. If, however, in the next twenty months it becomes evident to me that significant critical DIA objectives of the SAFE program will not be met by 1 October 1989, consideration will be given in the FY 1990 NFIP process to requests for additional GDIP funds to support achievements of these objectives.

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4. With regard to DIA's request for polygraph assistance, I request that you ask the Office of Security (OS) to expedite the CIA polygraph examination of the DIA candidates for Deputy Director and Resource Manager. Further, I request that you ask OS to seriously consider DIA's request for waiving CIA polygraph examinations for new DIA personnel assigned to CSPO whose only requirement is for access to CSPO spaces in the Ames Building, not access to CIA classified computer systems, and advise me of their determination by 29

25X1 January 1988.

5. To the credit of both agencies, we have achieved agreement on most of the key issues associated with completion of the SAFE program. I endorse the binding agreements in Attachments A and B along with semiannual SAFE reviews, which I request you attend, to track the program's progress and funding expenditures. The final objective on this program is to complete the remaining deliverables, which are essential to DIA and CIA, by 1 October 1989 with the monies identified. I solicit your support in implementing the revised SAFE Directive to ensure the agreements are fulfilled and in actively

25X1 monitoring the remaining SAFE activity until program completion.

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Attachment:
    A. Revised SAFE Directive
    B. Discussion and Agreement on DIA Issues

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REVISED
SAFE DIRECTIVE
13 January 1988

Actions to be implemented by CIA, DIA, and CSPO:

1. CIA and DIA start immediately to prepare for full separation to be accomplished no later than 1 October 1989.

2. CSPO prepare a transition plan and schedule by 31 March 1988 that is coordinated with CIA/DDI/Office of Information Resources (OIR), CIA/DDA/Office of Information Technology (OIT) and DIA/Directorate for Information Systems (DS) for DDCI approval.

    a. CIA/OIR and DIA/DS provide representatives immediately to assist CSPO with the preparation and coordination of the plan.

3. On or before 1 October 1989, disestablish CSPO and commence independent development and maintenance activities at each agency. CSPO continue project management through completion of currently scheduled development work or 1 October 1989, whichever comes first.

    a. CIA/OIT and DIA retain current level of support to CSPO through program completion.

    b. DIA provide a Deputy Director and five additional personnel to CSPO to assist with the management and execution of the remaining development activities.

    c. CIA/OIR provide CSPO four personnel who will be part of the CIA program office to be formed by early FY 1989.

    d. CIA provide to DIA personnel training and new releases on CIA SAFE-related software, documentation of all CIA produced SAFE-related software, and "best effort" assistance to resolving level three maintenance problems.

4. CIA provide an additional $8.45 million ($5.25 million in FY 1988 and $3.2 million in FY 1989) toward completion of remaining SAFE Deliveries 3.2-3.8, Delivery 4, Set 1, and Message Resolution Processor (MRP) rewrite. The $8.45 million CIA commitment will cover $5.25 million of CSPO's FY 1988 shortfall of $15.2 million, $.6 million of FY 1989 development costs and an additional $2.6 million over CSPO's estimated FY 1989 system support costs of $4.9 million.

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5. DIA provide an additional $6 million in FY 1988 toward CSPO's 1988 shortfall of $15.2 million.

   a. CIA, DIA, and CSPO jointly descope the FY 1988 program by $3.95 million to match funds available ($11.25 million) to cover the FY 1988 shortfall.

   b. DIA identify an additional $2 million in DIA FY 1989 revenues or descope the FY 1989 activities by $2 million to fit within available resources.

6. Starting immediately, CSPO adopt an "open book accounting policy" and provide DIA and CIA detailed contract information on vendor tasking and expenditures. To facilitate agency cost accounting and task management, CSPO provide a monthly CSPO technical and management report, with all SAFE vendor's reports appended, to DIA/DS, CIA/OIR and ICS.

7. CSPO provide monthly program status to the Intelligence Community Staff, DIA/DS, CIA/D/OIR, and CIA/D/OIT until program completion. If a meeting on SAFE at the DDCI, Director or Deputy Director level is deemed necessary by them or the DIA/DS, CIA/D/OIR, CIA/D/OIT or ICS, CSPO will schedule a meeting.

8. CSPO ensure that there are no changes to the current software development effort without approval from both CIA and DIA.

   a. CSPO process all requests for change (RFC) through the Configuration Control Board (CCB). CSPO conduct CCB activities with equal voting rights reserved for the DIA and CIA CCB representatives. CSPO appeal unresolved CCB issues through a chain of command specified by DIA/DS and CIA/OIR, if required.

   b. CSPO include TS3 and DA message distribution as SAFE deliverables analogous to the DO activity and deny any consideration of incorporating new requests for SAFE technology within the existing SAFE program structure.

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Attachment B

DISCUSSION AND AGREEMENTS
ON ISSUES PROPOSED BY DIA
13 January 1989

I. Issue: DIA to assume directorship of CSPO within 30 days

A. CIA Position

1. OIT and OIR view changing program director as disruptive to the program and a delay to its completion.

2. A CIA manager has ease of access to support services provided by CIA to SAFE, such as development facility, contracts, and AIM support.

3. A new Director would require 6 months to get up to speed.

4. CIA CSPO personnel who prefer to work for CIA senior executive might leave the program.

5. There is program risk associated with both deliverables and maintenance of the operational systems at CIA and DIA, which should be given priority consideration.

B. DIA Position

1. The remaining SAFE deliverables are primarily DIA products which are at risk, although CIA's continued investment and requirement for Delivery 3.5 and MRP rewrite are recognized.

2. DIA wants lead management role with decisionmaking authority over program activities/expenditures, direct accountability to D/DIA, and an overall awareness of program effort to maximize development of DIA products within given monetary constraints.

C. Agreement

1. DIA agrees to provide a CSPO Deputy Director who will assume the following roles and responsibilities:

a. In the absence of the Director, CSPO, the Deputy assumes the role of Director.

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b. The Deputy is the senior DIA representative on the CSPO Staff.

c. Participates with the Director in all decisions concerning the formulation and execution of CSPO policies, procedures, program/budget and contracts.

d. Authority and responsibility for managing the development and implementation of all DIA SAFE deliveries.

e. Responsible for keeping DIA senior management informed on the status of all DIA Deliverables.

f. Responsible for keeping Director CSPO informed of all DIA activities and concerns regarding the SAFE project.

2. DIA agrees to provide 5 additional personnel to CSPO: a lead resource manager, a TRW/Hadron COTR, a DIA system engineer, a systems integrator, and a Delivery 3 support person.

3. CIA/OIR agrees to provide 4 personnel to CSPO: a Logicon COTR, a systems engineer, a systems integrator and a systems tester.

4. D/CSPO agrees to bring problems with utilization or placement of DIA or CIA personnel to DIA/DS and CIA/D/OIR for resolution.

5. ICS agrees to request DDCI to expedite the polygraph examinations of DIA candidates for Deputy Director and Resource Manager. ICS will request for DIA exemptions from CIA polygraph examinations and permission to move freely on 4th floor of Ames Building for all other new DIA personnel assigned to CSPO, not to exceed a total of 10 through 1 October 1989.

II. Issue: CIA support to CSPO remains the same

A. Agreement: CIA/OIT agrees to continue current level support to CSPO through 1 October 1989, with regard to CIA staffing, access to VMU development system, contract and other logistical facilitation, and support to DIA development and maintenance activities. DIA agrees to provide existing or expanded level of support to CSPO for the same time frame.

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III. **Issue:** <u>FY 1988 $15 million deficit resolved as: CIA and DIA each funds $6 million; CSPO cut program costs $3 million</u>

    A. <u>Agreement</u>

        1. CSPO agrees to provide CIA/OIR and DIA/DS impact analysis and alternatives by 12 February 1988 to reduce the FY 1988 shortfall of $15.2 million by $3.95 million. By 19 February 1988, DIA/DS and CIA/OIR agree to select from CSPO alternatives, specific program cuts to reduce the scope of the FY 1988 activities to fit within available funds ($11.25 million).

        2. CIA agrees to provide $5.25 million in FY 1988 to cover the shortfall.

        3. DIA agrees to provide $6 million in FY 1988 to cover the shortfall.

IV. **Issue:** <u>Adjust FY 1989 cost to compensate for overstating DIA revenues $3 million and DIA's projected cost for slippage $10 million; DDCI provides projected deficit of $13 million from NFIP</u>

    A. <u>Disagreement:</u>

        1. <u>CIA Position:</u> CIA accepts the fiscal compromise in the DDCI SAFE Directive which commits CIA to providing an additional $10.3 million (now revised to $8.45 million) to SAFE over FY 1988 and FY 1989. CIA is unwilling to consider anything that would raise their fiscal obligation to the SAFE program to include the addition of monies for program slippage.

        2. <u>DIA Position:</u> DIA recognizes that the DDCI SAFE directive was a compromise fiscal commitment, but is not willing to acknowledge that there are no more NFIP monies available for the SAFE program. Since the schedule and monies for completion of remaining SAFE Deliverables by 1 October 1989 accommodates limited flexibility to accomplish these program objectives, DIA accepts that no additional monies will be added now to the SAFE program budget to compensate for potential program slippage. However, in the event that program objectives cannot be accomplished within the existing funding profile, DIA wants to request a DDCI hearing on this issue and the consideration of NFIP funds to meet the projected deficit. Further, DIA agrees that the overstatement in DIA's FY 1989 revenues will be accommodated by identifying an additional $2 million in DIA FY 1989 revenues or by descoping the FY 1989 activities to fit within the available resources.

B. **ICS Recommendation:** Given the firm disagreement between CIA and DIA on this issue, ICS recommends this compromise position. CIA and DIA accept the fiscal commitments specified in the revised DDCI Directive and acknowledge that there is no more money available from the NFIP in FY 1988 and FY 1989 for the joint SAFE program. Since the schedule and monies for completion of remaining SAFE Deliverables by 1 October 1989 accommodates reasonable flexibility to accomplish these program objectives, no additional monies will be added now to the SAFE budget to accommodate potential program slippage. However, in the event that program objectives cannot be accomplished within the existing funding profile, serious consideration will be given to requests for additional GDIP funding in FY 1990 to meet the projected deficit. Additionally, the overstatement in DIA's FY 1989 revenues will be accommodated by identifying an additional $2 million in DIA FY 1989 revenues or by descoping the FY 1989 activities to fit within the available resources.

V. **Issue: CIA committed to life cycle support of CIA developed software (AIM, VM modifications, etc.)**

A. **Agreement**

1. CIA/OIT agrees: (a) to provide on-the-job training of CIA supplied SAFE-related software for DIA personnel in FY 1988/89/90; (b) to provide documentation of all CIA supplied SAFE-related software, in sufficient detail to permit an experienced DIA programmer to maintain the system; e.g. error messages and codes, logic, interface and control blocks, command reference guides, and local modifications summary, at no cost to the program; (c) to offer DIA all new releases of CIA developed SAFE-related software; and (d) to continue "best effort" assistance to DIA after 1 October 1989 with level three maintenance problems, acknowledging that the changing CIA environment will make this assistance more difficult as time passes.

VI. **Issue: Include TS3 and DA message distribution as SAFE deliverables funded and task managed by DIA**

A. **Agreement**

1. CIA, DIA and CSPO agree to include TS3 and DA message distribution as SAFE deliverables, analogous to CIA/DO activity, provided they are funded and task managed by DIA. These activities will be conducted so as to not impact current schedule and cost for Delivery 3.5 and Message Resolution Processor (MRP) rewrite.

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2. Vendor reporting on these activities will be clearly identified from joint SAFE activities.

3. CIA and DIA agree that no new requests for SAFE technology outside the efforts of DO, TS3 and DA message distribution will be considered for incorporation into the existing SAFE program structure.

VII. Issue: Provide management forums at DDCI and DD levels

A. Agreement: CIA, DIA and CSPO agree to convene a monthly status meeting with CIA/D/OIR, CIA/D/OIT, DIA/DS, and ICS in attendance. CIA and DIA agree that meetings at DDCI or DD levels can be called when deemed necessary by CIA/D/OIR, CIA/D/OIT, DIA/D/DS or ICS to present status or unresolved problem issues.

B. Disagreement: DIA and ICS want CSPO to present a semiannual SAFE briefing to the DDCI, D/DIA, DIA/ED, DIA/DS, D/ICS, CIA/DDI, and CIA/DDA. CIA/OIR and CIA/OIT disagree that such a briefing should be specified as a matter of course.